

CITY OF SEAFORD

SUSSEX COUNTY, DELAWARE

COMPREHENSIVE PLAN 2003



SC

Shafer Consulting

CITY OF SEAFORD
SUSSEX COUNTY, DELAWARE

COMPREHENSIVE PLAN 2003

February 25, 2003

SC

Shafer Consulting

CITY OF SEAFORD

SUSSEX COUNTY, DELAWARE

COMPREHENSIVE PLAN 2002

Mayor and City Council

Mayor
Daniel B. Short
Vice-Mayor
Edward H. Butler Jr.
Councilman
Ronald S. Macarthur
Councilwoman
Grace S. Peterson
Councilman
Larry W. Miller
Councilwoman
Patricia A. Jones

committee members COMPREHENSIVE Planning

Daniel B. Short Dolores J. Slatcher
Larry W. Miller Richard Toulson
Robert Nibblett, Jr., James A.
Fuqua, Jr.
Ronald A. Breeding Charles D.
Anderson
J. Rhea Shannon Edward Pentoney
Michael H. Vincent Ernest J.
Makowski
Carol Lynch David C. Genshaw
Wayne E. Sammons Thomas A. Temple, Jr.
Lt. James Parker Steven D. Mayer

Management

City Manager Dolores J. Slatcher
Director of Operations Charles D.
Anderson
Director of Finance June E. Merritt
Director of Power David H. Thomas
Director of Facilities Ronald A. Breeding
Chief of Police Gary W. Morris

CITY OF SEAFORD

SUSSEX COUNTY, DELAWARE

TABLE OF CONTENTS

	Page
Executive Summary	1
Chapter One General Information	9
Chapter Two Transportation	17
Chapter Three Water and Wastewater	21
Chapter Four Historical and Cultural Resources	24
Chapter Five Community Facilities	27
Chapter Six Housing and Community Development	31
Chapter Seven Economic Development	33
Chapter Eight Intergovernmental Coordination	36
Chapter Nine Land Use Plan And Annexation	38

Figure 1 Existing Land Use Plan	
Figure 2 Transportation Plan	
Figure 3 Water Distribution System	
Figure 4 Wastewater System	
Figure 5 Historic and Cultural Plan	
Figure 6 Communities Facilities	
Figure 7 Land Use Plan	
Figure 8 Annexation Plan	
Figure 9 Conservation and Recreation Plan	

Executive Summary

Background

The current Comprehensive Plan for the City of Seaford was adopted on January 10, 1989. In accordance with House Bill No. 396, the plan must be reviewed every five years and updated and re-adopted every ten years. The city initiated the process in January 2000 by forming a Comprehensive Planning Committee to gather public input and information from State agencies. Monthly meetings were held and guest speakers were invited from Sussex County, State agencies and the University of Delaware. As a result of these meetings, Seaford developed a list of key issues that should be addressed in the updated plan.

- Determine the direction of growth around Seaford and areas that might be annexed
- Include more low density housing to achieve balanced residential growth
- Work with DeIDOT to find a long-range solution to traffic problems along U. S. 13, particularly at key intersections.
- Improve key intersections and add sidewalks and curbs to Alternate Route 13 and Route 20.
- Improve road access to the industrial and business parks.
- Preserve and continue renovation of the core downtown area
- Determine the appropriate use of the waterfront area (industrial or restaurant/boating)
- Interact with Blades for planning purposes.
- Evaluate the need for an additional wastewater treatment facility and locate potential sites.

- Determine the needs of the large number of retirees moving to Seaford and the financial sources to meet those needs.

In October 2001, the City engaged a planning firm, Shafer Consulting, to prepare the Comprehensive Plan in accordance with the State requirements. Public workshop meetings were conducted in December 2001 and January 2002 by the Planning and Zoning Commission and the City Council to gather public input. Certification by the Office of State Coordination is required before any additional properties can be annexed.

In addition to the public input, actions taken by the State and Sussex County had an impact on the preparation of the plan. Sussex County is in the process of updating the Sussex County Comprehensive Plan and it is essential that the two plans be coordinated. The City worked closely with the County to provide input to the County Plan.

The Long-Range Transportation Plan for the County was completed in August 2001. This plan describes long-term planned improvements to the State Highways that serve Seaford.

On March 22, 2001, Governor Ruth Ann Minner unveiled her strategy for a “*Livable Delaware*”. The strategy is a set of initiatives to prevent sprawl and “focus development in and around existing communities”. The implementation of this program will preserve farmland and open

space and discourage development in rural areas which have a higher cost to the state to provide services.

Seaford is in a position to accept future growth generated by the Governor's initiative to direct development to existing municipalities.

The Comprehensive Plan and the strategies to implement the plan have the following goals.

- To preserve and enhance Seaford's historic heritage.
- To revitalize Seaford's downtown area.
- To continue and expand Seaford's role as the primary employment center for western Sussex County.
- To increase the percentage of single-family dwelling units in order to provide for balanced growth.
- To improve the safety and mobility of the transportation network.
- To protect sensitive environmental areas and the water quality of the Nanticoke River.
- To provide safe and adequate public utility services to present and future residents.
- To provide housing opportunities for all income ranges.

DEMOGRAPHIC TRENDS

Since 1968, when Seaford's first Comprehensive Plan was undertaken, significant commercial, industrial, multi-family residential and institutional development has taken place in the city, with single-family residential growth in the city limits somewhat lagging relative to other uses. Development generally took place along the perimeter of the city, in conjunction with extensive land annexations, whereas very little development occurred within the pre-1960 limits of the city, south of Stein Highway.

POPULATION

Table 1 shows population data from the U.S. Bureau of Census for the City of Seaford.

**TABLE 1
POPULATION DATA
CITY OF SEAFORD**

<u>Year</u>	<u>POPULATION</u>	<u>INCREASE</u>	<u>AVERAGE ANNUAL INCREASE</u>	<u>HOUSEHOLDS</u>
1960	4,430			
1970	4,976	546	1.2%	
1980	5,256	280	0.6%	
1990	5,689	433	0.8%	2,231
2000	6,699	1,010	1.8%	2,629

Population growth was relatively slow in the 1960 to 1990 era and increases in population were generally the result of annexations. The U.S. Census for 1960 shows the total population of Seaford to be 4,430 people. By 1990, the population had increased by 1,269 people making the total population 5,689. The average annual growth rate during this period was less than one percent.

That growth rate increased in the period from 1990 to 2000 when the population grew to 6,699, an increase of 1,010 people for an average annual growth of 1.8%. The 2000 Census for the City of Seaford shows the total number of households to be 2,629. Based on the 2000 population of 6,699, the average household consists of 2.55 people. During the ten-year period from 1990 to 2000, Seaford issued 363 residential building permits. Of these, 282 or 78% were multi-family units. During the same period the number of occupied housing units increased by 398, of which 361 or ninety-one percent were rental units.

**TABLE 2
OCCUPIED HOUSING UNITS**

	<u>1990</u>		<u>2000</u>	
Owner	1,281	57%	1,318	50%
Rental	<u>950</u>	<u>43%</u>	<u>1,311</u>	<u>50%</u>
Total	2231		2,529	

Rental units now comprise fifty percent of the total number of occupied housing units. This affects the financial resources of the City and its ability to provide needed services.

The period from 1990 to 2000 has seen a change in the demographics of the City. While the total white population was virtually unchanged at 4,290 the black population and other minorities increased by 1,010 persons and now represents thirty-six percent of the total population. The Hispanic population has shown a dramatic increase of 38.5 percent over the last decade, however, they still only represent 4.3 percent of the total population.

TABLE 3
THE AGING POPULATION
POPULATION OVER 65 YEARS OLD

	1990	2000
Seaford	21.9%	22.0%
Sussex County	16.7%	18.5%
Delaware	12.1%	12.9%

According to the U. S. 2000 Census, 22 percent of the population of Seaford is over 65 years old. The percentage of people over 65 years old for the entire state is 12.9 percent. Although Seaford's percentage of older population has not changed over the last ten years, it does demonstrate the large number of retirees living in the City and the requirement to provide for their special needs.

TABLE 4
VALUE OF SPECIFIED
OWNER OCCUPIED HOMES

	1990	2000	Change
Value			
Less than \$99,999	1,009	878	-131
\$100,000 - \$199,000	149	370	+221
Over \$200,000	6	-	-6
Total	1,164	1,248	84
Median	\$65,800		\$87,000

The median value of owner-occupied increased by 32.2 percent for the period from 1990 to 2000, generally keeping pace with inflation.

TABLE 5
SPECIFIED RENTAL
OCCUPIED HOUSING UNITS

	1990	2000	Change
Rent			
Less than \$499	879	854	-25
\$500 to \$749	20	204	+244
\$750 to \$999	-	36	+36
Over \$1,000	3	45	+42
No Cash Rent	-	52	+52
Total	902	1,251	+349
Median	\$279	\$ 384	

The median rent increased by 37.6 percent for the period from 1990 to 2,000.

Although this generally matches inflation, it can have a serious detrimental effect on that portion of the population that is on a fixed income.

TABLE 6
FAMILY INCOME - 1999

Annual Income	No.	Percentage
Less than \$14,999	340	21.6
15,000 to 24,999	216	13.7
25,000 to 49,999	453	28.7
50,000 to 99,999	516	32.8
Over 100,000	50	3.2
Total	1,575	100.0

Median Family Income---\$39,688

According to the U. S. Census, 346 families or 22% of the total families were considered to be in poverty status in 1999.

TABLE 7
EMPLOYMENT STATUS

16 Years and Older	4,937	100%
Labor Force	2,532	51.3%
Employed	2,251	45.6%
Unemployed	261	5.7%
Not in Labor Force	2,405	48.7%

Table 7 indicates that only 51% of the population over 16 years of age is in the labor force, which can be attributed to the large number of retirees living in Seaford.

Unemployment was 10% in the year 2000, somewhat higher than the rest of the County.

The Seaford Census Tract, which includes the unincorporated area outside of the City limits, grew at a slightly higher rate of approximately 2.1% during the 1990 to 2000 period. Although, the Delaware Population Consortium predicts that the growth rate in this Census Tract will be slower over the next twenty years, recent developments and actions contemplated by the state suggest

that growth in this area will continue at a higher rate. The strategies proposed in the Governor's "*Livable Delaware*" program will direct growth toward municipalities like Seaford. Growth rates can vary with many factors, which include major transportation improvements and the location of major industries. There are no major changes to the highway system in the Long Range Transportation Plan recently adopted by DelDOT and Sussex County, however, the expansion of the areas available for manufacturing and industrial uses in the northern part of Seaford and the City's ability to supply water and wastewater facilities makes it a prime candidate for the location of new businesses. Assuming an annual growth rate of two percent over the period from 2000 to 2020, the population of the City would be 9,379, an increase of 2,680 people. This could be the result of annexing existing developed areas or new construction.

**PROJECTED POPULATION
GROWTH RATE 2%**

Year	Population	Households	Increase
2000	6,699	2,629	
2020	9,379	3,680	1,051

Using 2.55 persons per household the total number of dwellings added would be 1,051. Using a ratio of one acre per household, the area required to accommodate this growth would be 1,051 acres. This total includes land for commercial, recreational and other uses.

When the total Seaford Census Tract is considered, the increase in population would be 8,963, assuming an average annual growth rate of two percent for the period 2000 to 2020. The increase in the number of households would be 3,765. In recent years, the growth has been scattered, a trend that the State and the County would like to see reversed. The strategies of "*Livable Delaware*" would increase density and decrease the area of developed land.

The City of Seaford has traditionally had a policy of growing by annexation and expects to continue this policy for several reasons. First, there is a need to promote economic development in the area to provide employment opportunities and to increase the tax base. Secondly, residential development is occurring in the surrounding areas and annexation gives Seaford the ability to exercise more control over the quality and density of development. Lastly, the City is the only entity for the area that can provide services outside of the present City boundary. The purpose of this updated Comprehensive Plan is to show what improvements should be considered within the current City limits and where additional growth is contemplated outside of the City limits.

THE PLAN AND IMPLEMENTATION

The drastic reduction in the work force in the DuPont Nylon Plant would have decimated many municipalities, however, the City responded by providing industrial and business parks and a staff that concentrates on economic development. The development of these parks, the commercial development along U.S. Route 13, and the expansion of the facilities of the Nanticoke Memorial Hospital has stabilized Seaford. Today, the hospital is the area's largest employer with a full time staff of 735. Numerous medical offices have been built in Seaford to take advantage of the facilities of the hospital. Seaford is the primary employment center in western Sussex County. The state and county should focus development efforts in this area to continue and expand employment opportunities.

The City's water supply and wastewater treatment systems are in excellent condition to accept additional growth. It is estimated that the water supply is adequate to provide for a million square feet of industrial and commercial growth and an additional 1,500 residential dwelling units. Similarly, the wastewater treatment plant can accept flows from an additional 1,000,000 square feet of industrial and commercial growth and 2,700 additional dwelling units.

Community facilities including the Seaford School District, the Seaford District Library and the parks and playground provided by the City have recently been upgraded.

Although, the average annual growth rate in Seaford has historically been less than one percent, it increased to 1.8 percent for the period between 1990 and 2000. This was an increase of 1,010 households. During this

time period, the City issued building permits for 363 units, indicating that most of the growth has come from annexing existing communities. To prepare for the future, the City must adopt certain priorities for action. For economic development, these actions should include intensive marketing of the remaining parcels in the Seaford Industrial Park and continued development in the Seaford Business Park. It will be necessary to construct a new sewage pumping station to serve the business park and a portion of the recently annexed Mears farm. Other economic initiatives include the rehabilitation of the Nylon Capital Shopping Center and leasing the vacant space in the Penco warehouses. It is expected that commercial growth will continue along U.S. Route 13, but eventually some of the commercial development should be directed westerly to reduce travel miles and provide for residential development. The City currently provides access to the Nanticoke River at Riverview Park and the Seaford Boat Ramp. To create more opportunities to use the waterfront as an amenity, additional access points and linkage between the access points should be provided. The relocation of the Historical Museum to High Street could provide a focus for developing a portion of area from High Street to the river as a tourist attraction and a community gathering point. The possibility of federal funding for such a development should be explored. These improvements would also stimulate business in the commercial establishments along High Street.

One of the primary growth areas is expected to be north of the present City boundaries as Seaford and Bridgeville grow together. Along with the priority of intersection improvements along U.S. Route 13, the City

should work with the County and State agencies to provide for detailed planning in this area. Presently, Cannon Road, paralleling the railroad, is the only north/south route between Atlanta Road and Bridgeville Highway. This area contains 5,000 acres and an efficient road system will lessen the impact of development on U.S.13. Control of access along U.S. Route 13 and the efforts of Corridor Preservation are important to both the City and the State. Although, the size of the area from the northern limits of the City to Route 18 greatly exceeds the land required for development over the next twenty years, it has been included in the annexation plan since Seaford is the logical entity to eventually extend services to this area. There are no plans to annex the outlying lands in the near future and this should be regarded as a long-term plan. Generally this area will be residential with heavy commercial continuing in the vicinity of U.S. Route 13 and industrial growth following the railroad. The areas closest to the City that are shown as part of the Town Center District can accommodate moderate to high-density development. The City should explore the advantages of a new mixed use zoning to provide for compact development and certain integrated commercial uses. Isolated high-density growth in this area is not planned and should not be permitted.

Development is also occurring west of the City that will primarily be residential with some commercial and business uses along Route 20. The area south of the City has been included in the annexation area since development is occurring and it is important for the City to have the ability to extend sewer services to the area to prevent pollution of the Nanticoke River and the Chesapeake Bay. In accordance with the state law requiring the reduction of nutrients discharged to the river, a task force has been formed to implement these requirements.

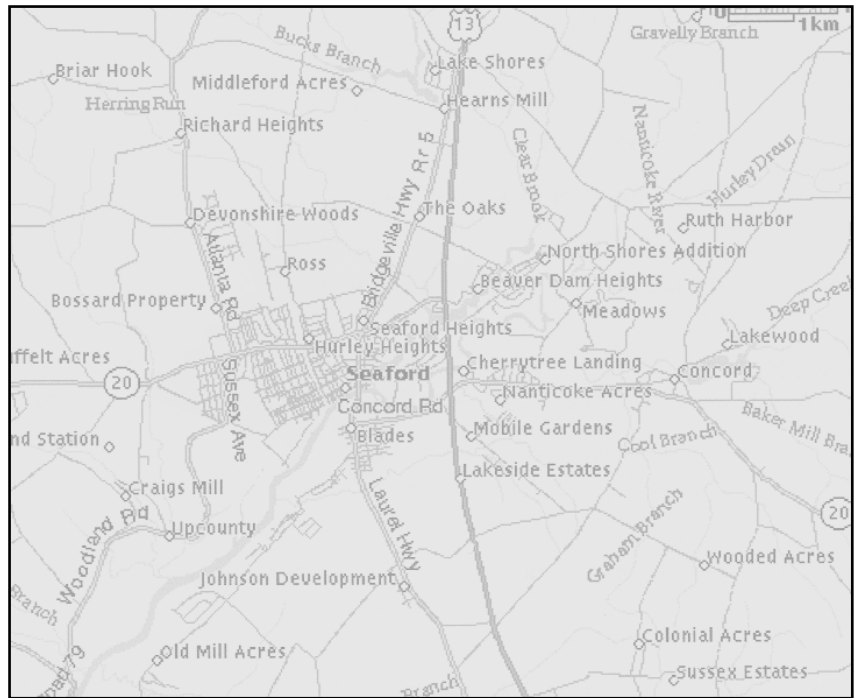
Because of the amenity provided by the river, this area has great potential for development, however, planning for future growth must consider the impact on the environment. Nutrient enrichment of the Nanticoke River, air quality, wetlands, and habitat protection are areas of concern.

In summary, Seaford is in a position to accept future growth generated by the Governor's initiative to direct development to existing municipalities. It is expected that development will gradually move westward away from the Inland Bay areas due the high land prices and environmental restrictions.

IMPLEMENTATION OF THE PLAN

- Request the State to establish a State Department of Motor Vehicles Center in the Seaford area.
- Request State funding to meet operational costs of "The Seaford Mission"
- Request funding from DNREC to delineate and acquire a site for a future spray irrigation wastewater treatment facility.
- Request funding from DNREC to extend water and sewer service to the Ross Business Park and other developing areas.
- Request DelDOT to proceed with intersection improvements on U.S. Route 13 and Route 20.
- Request funding from DelDOT to provide sidewalks for school children on Route 13A.
- Adopt an ordinance to permit mixed-use developments.

- Prepare a study to improve the connection of the downtown historic district with the Nanticoke River.
- Encourage development of single-family dwellings to ensure balanced growth.
- Request assistance of State and County agencies to establish Seaford as the Western Sussex County Employment Center.
- Establish an Intergovernmental Coordination Zone with Sussex County.



CHAPTER ONE

GENERAL INFORMATION

CHAPTER 1

GENERAL INFORMATION

SEAFORD'S HERITAGE AND CHARACTER

The City of Seaford (corporate limits) consists of 6,699 people according to the 2000 census. The residents enjoy a close-knit “hometown” community that really offers the best of both worlds. Although Seaford is considered a small town, it is within a one hour drive to many beautiful beaches, within a two hour drive to such cities as Philadelphia, Wilmington, and Baltimore and within a four hour drive to New York City. This makes “big city living” easily accessible for Seaford residents if they so desire. Many residents, however, enjoy living and working in Seaford because of everything it has to offer.

Seaford is an historical riverside community. Although growth is occurring in Seaford, it is not without regard for the past. Community leaders work to preserve the rich history that makes Seaford so unique. Whether it's the quaint downtown district, the Governor Ross Plantation, the Seaford Museum, the U.N.O.I. grain mill or just the historic homes and buildings, Seaford has a lot of character to explore. The pristine Nanticoke River is an historic feature of Seaford in and of itself. It, along with the railroad, served as the major means of transporting goods to and from other places for many years. Farmers grew to depend on the River, as did oyster houses and shipbuilding yards that once lined the banks of the Nanticoke. More than just a piece of history, the River makes Seaford a community with limitless recreational opportunities. With activities like power boating, canoeing, bass fishing, water skiing, hunting and scenic walks available; Seaford residents often find themselves enjoying Seaford's setting along the River.

Land lovers also find themselves faced with many opportunities in Seaford. With an outstanding Little League program and other organized sporting events, whatever your favorite sport, you're sure to be able to participate – either as a player or a spectator. Opportunities don't end with organized sporting events. For those that like to “do their own thing”, there are bike trails, walking trails, parks, playgrounds and plenty of golfing available.

The residents of Seaford take a lot of pride in their community. This pride shows in the many local civic organizations that exist in the community. Seaford has everything from the Acorn Club to the Volunteer Fire Department, and everything in between. These organizations and volunteers work to make Seaford an even better place to live and work. With such activities as producing a community phone book to operating a second-hand shop, these organizations are an important part of Seaford. They assist with local events and come to the aid of those in need. Perhaps one of the greatest examples of this is the Seaford Mission. The Mission is located on the corner of Third and North Streets, an intersection that used to be home to drugs and crime. The Mission, erected after a local pastor's son was murdered in the bar that once stood there, provides counseling, job placement, transitional housing, free meals and help with released prisoners. All of these services are offered to those in need, free of charge. The Mission was started by a group of local citizens in conjunction with the City, who obtained private funding. Today, the Mission is in need of supplemental funding for operations which should be available through the State Division of

Health and Social Services or other State agencies.

Seaford is very diverse. It offers the perfect mix of a small town quality of life, with an economically sound business climate. Although farming and the poultry industry are very important to Seaford, they do not constitute all of the business. Seaford became home to the world's first nylon plant in the late 1930's. Since that time, the City has been able to attract many more manufacturing businesses. The medical industry is also very prevalent in Seaford. With a state-of-the-art hospital and many local physicians, surgeons and specialists, Seaford offers first-rate medical treatment to its residents and to those of neighboring communities. Of course, Seaford also has a prominent showing of retail businesses as well. Many restaurants and stores make Seaford a "hub" for tax-free shopping for many surrounding communities. All of these businesses make Seaford an "employment center" for Sussex County.

The local Churches are also an active part of the community. Seaford is home to more than twenty Churches and many denominations. They, along with the Seaford Ministerium, also assist with special events and helping those in need.

In summary, the businesses and residents of Seaford are proud to live and work in a community that offers so much, yet maintains that "hometown feeling".

EXISTING LAND USE

The core of Seaford, generally around Front Street, Market Street and High Street, has a land use pattern reflecting the generally undifferentiated land uses of the historic nineteenth-century riverside community. This mix of mostly commercial, residential and institutional uses in the downtown gradually becomes predominantly

residential northeast, north and west of the city center.

The grade-separated railroad line running north south through the center of the city historically divided Seaford from the competing neighboring community of Nanticoke City. Nanticoke City was annexed in 1910 and land use west of the railroad reflects steady single-family residential expansion of Seaford through the first sixty years of this century. Riverfront areas remain industrial, exhibiting the locational advantages of sites along the water and adjacent to the railroad line. The DuPont complex anchors the west end of the riverfront industrial area, although actually outside the city limits. The Seaford Golf and Country Club operates an eighteen-hole golf course in this area. Nine holes are in the city limits on an eighty-five acre site and the remaining nine holes are outside of the city limits adjacent to the DuPont plant. Residential growth south of Stein Highway was virtually complete by 1960 with single-family housing development north and west of the golf course. The western terminus of the southwest quadrant is a light-industrial warehousing complex centered on Dulany Street.

Stein Highway, an early-twentieth-century State Highway bypass around the traditional Seaford downtown core, is now the main thoroughfare of the city, with postwar commercial development, multi-family housing, schools and parks interspersed along the route. West of the railroad, commercial land use takes the form of retail strips from Bradford Street to Nylon Boulevard and a shopping center complex at the northwest corner of Stein Highway and Atlanta Road. East of the railroad commercial use is more sporadic until the Norman Eskridge Highway eastern extension of Stein Highway, beyond Front Street.

The northwest quadrant is generally residential and almost entirely post-1960, bounded on the north and west by cultivated agricultural fields. The northeast quadrant is dominated by the large public school complex, incorporating Seaford Middle School, Seaford High School and Central Elementary School, with their associated sports fields and open space, and terminated at the north by the public uses along Virginia Avenue, including police station, swimming pool and State social-services building. Single-family residential uses, some within an unincorporated outparcel enclosed by the city, also predominate. A limited strip of industry adjoins the east side of the railroad.

Middleford Road, the traditional eastern access route to the city, and Norman Eskridge Highway, the eastward extension of Stein Highway to Route 13 (Dual Highway), are both dominated by commercial uses; Middleford's at the Route 13 end, beyond the city limits, and Eskridge's more spread out and connecting the commercial areas alongside Route 13. Between the downtown core and the Middleford Road city boundary are the city's hospital and major senior citizen residential-care facility and a single tier of residences overlooking the Williams Pond tributary of the Nanticoke River. Williams Pond is bordered on the north by a major city park, on the south by a smaller park, and on the west by a public school and small city park.

The city northern boundary takes in the historic Ross Mansion and the newly developed Industrial parks east and west of the railroad.

Seaford's Front Street connects across the Nanticoke River to the Town of Blades, a small community whose origins are similar to Seaford's. The unincorporated vicinity of Seaford is largely agricultural, but with extensive recent single-family residential

development east of the city, along and close to the Nanticoke and its tributaries; on Atlanta Road, a half-mile north of the city boundary; around Hearn's Pond, a little more than a mile northeast of the city; and stripped along many local rural roads. Commercial concentrations are stripped along Route 13 (Dual Highway) becoming more intensive in proximity to the city, with the greatest focus within the city limits where the municipality extends eastward over Route 13. Several commercial, industrial and institutional establishments are located along Route 13A, the old route which predates the Dual Highway as the interurban north-south road.

GEOLOGY

Knowledge of the rock formations underlying Seaford is important primarily in an understanding of their usefulness as aquifers or water supply sources. Sedimentary layers of the Atlantic Coastal Plain, containing sand, silt, clay, gravel and pebbles, underlie the city. The Chesapeake Group of sediments dominates in the Seaford area, with three layers of silts separated by two layers of sand and overlaid by the surface Beaverdam formation (sometimes called the Old Columbia formation) of sand and gravel. In addition to the surface aquifer, the Chesapeake Group contains several important aquifers that supply a major part of groundwater in southern Delaware, namely, the Cheswold, Choptank and Manokin formations. They are composed chiefly of sand units of extensive lateral area and supply small to large amounts of water to wells that tap them.

TOPOGRAPHY AND HYDROLOGY

Most of the study area is a plain that slopes gently toward the Nanticoke River. The dominant features in the landscape are the Nanticoke River, its tributaries, Williams

Pond and Hearn's Pond. Elevations in the Seaford area range from 30 feet to near zero at the river and creeks. In most of the area the gradient is only a few feet per mile.

Seaford is located within a watershed between the Atlantic Ocean and Chesapeake Bay. The elevation increases westward from the Atlantic coast to the watershed divide roughly in the middle of Sussex County and then decreases to near sea-level at the Nanticoke River. East of the divide, waters drain into the Atlantic or into Delaware Bay. Areas west of the line drain toward Chesapeake Bay through the Nanticoke River and its tributaries. Marshland and swampland are found in low areas along the Nanticoke River and Deep Creek.

Within the study area several ridgelines separate the minor watersheds of tributaries of the Nanticoke River, with surface waters and runoff channels completing the drainage pattern for the vicinity. The drainage patterns are significant in the analysis of stormwater runoff as well as in planning for sanitary and stormwater sewer extensions.

Other hydrologic characteristics that contribute strongly to delineating areas that are available for development and those that constrain development are flood prone zones adjacent to bodies of water, wetlands and hydric soil.

ENVIRONMENTAL CONCERNS

There are several environmental concerns that must be considered in planning for new development. One important goal is the preservation of existing wetlands, particularly around the Nanticoke River and its tributaries. There are two types of wetlands, tidal wetlands and non-tidal wetlands. Tidal wetlands are areas adjacent to bodies of water that are affected by tidal flow and are periodically inundated. They

are regulated both by the state government and federal government. They are present in the Seaford area around the Nanticoke River and its tributaries. A permit is required for any alteration. Non-tidal wetlands are currently regulated by the federal government and found in areas with high water tables. They are defined as areas that contain hydric soils, support or can support wetland vegetation, and have a water table that is within 12 inches of the ground surface for six weeks out of the growing season. The jurisdiction of the federal government is currently being contested in federal courts and may be reduced. Consequently, the state legislature is considering enacting a state law to regulate non-tidal wetlands.

Another consideration is the risk of pollution of water bodies from excessive nutrient loading. This can cause algae blooms and subsequent oxygen depletion resulting in fish kills. Nutrients enter the water from point sources, such as wastewater treatment plants, and non-point sources which include stormwater runoff from agricultural and urban areas, seepage from septic tanks and groundwater discharges. Regulations promulgated by the Division of Water Resources, Watershed Assessment Section will require a 30 percent reduction of the non-point source of nitrogen load and a 50 percent reduction of the non-point source of the phosphorus load using 1992 as a base line. Extension of central wastewater collection systems and control of stormwater runoff will help to achieve this goal. A Tributary Action Team is developing strategies to implement the program. Another environmental consideration is air quality.

Standards under the Clean Air Act have been tightened and Sussex County was reinstated as a "marginal non-attainment area" in October 2000. As a consequence, all new transportation projects must be

tested to ensure that they do not make existing levels any worse. Reducing travel time by allowing mixed- use communities will help to achieve this goal.

SOILS

The Sussex County Soil Survey prepared by the United States Department of Agriculture Soil Conservation Service identified Evesboro-Rumford as the major soil association in the Seaford area. This association includes most of Seaford, Blades and vicinity, as well as most of the Nanticoke River watershed. These soils have a rapidly permeable subsoil of sand to sandy loam and tend to be excessively drained. The topography is generally flat to gently sloping except for steeper slopes bordering some major streams.

Evesboro soils occupy about 70 percent of the study area, with Rumford soils underlying about 10 percent. Evesboro soils have a low moisture capacity and low natural fertility. Erosion can occur in concentrated flow areas. Evesboro soils are generally well suited for urban development.

Rumford series soils have a thick surface layer of loamy sand and thin subsoil of sandy loam. They are deep and somewhat excessively drained. The high sand content is the main limitation. Limitations are slight to moderate for most non-farm uses.

The minor soils in this area include the Sassafra, Woodstown, Klej, Kenansville, Kalmia and Matawan series, that are well-drained to moderately well-drained soils, and the Fallsington, Johnston, Pocomoke, Osier, Elkton and Rutlege series, that are poorly drained to very poorly-drained soils, and occur mostly along the creeks and rivers. Tidal marsh areas and swamp areas occur mainly along the Deep Creek and the Nanticoke River. The first group of minor soils is moderately to well suited for urban development, whereas the second group is

ill suited owing to a high water table and poor drainage. The latter group is totally unsuitable for development.

RESIDENTIAL DEVELOPMENT

Residential development in Seaford since 1969 has, for the most part, consisted of multi-family developments on or within a quarter mile of the city's major east-west arterial, Stein-Eskridge Highway. The largest development was Seaford Meadows, consisting of 121 Section 8-subsidized elderly and family units north of Eskridge Highway on Dutton Avenue. The 1983 construction date means that this development was one of the last of its type, since the federal government canceled the Section 8 New Construction program in that year. The Delaware State Housing Authority owns and manages Seaford Meadows.

Another residential development subsidizing agency is the Farmer's Home Administration. Farmer's Home assisted in the construction of the 109-unit Meadowbridge complex north of Nylon Capital Shopping Center in 1977, following City annexation of the 8-acre parcel in 1972, and in development of Seaford Terrace, a 40-unit development in the north-central portion of the city, constructed in 1983.

Following the annexation of East Seaford in 1968, the City embarked on a large-scale housing clearance, rehabilitation and replacement project in the neighborhood, also including installation of municipal water and sewer lines, street surfacing and street curb construction. Federally funded, these improvements also entailed the 1973 construction of the Chandler Heights multi-family development, consisting of 91 Section 8 New Construction units. Additions to the Frederick Douglass Public School in East Seaford were made in 1971 and 1974.

Other multi-family developments consisted of the Colonial Gardens Apartments on Porter Street, a 50-unit complex completed in the early part of the study period, and the Crossgates condominiums at the northern limit of the City between Atlanta Road and the railroad. Crossgates involved the annexation of nearby 9 acres of land to the city in 1986.

Specialized residential facilities for the elderly have become a distinguishing feature of Seaford beginning with the completion of Methodist Manor House. In 1976 the 108-bed Retirement Living facility was constructed at Eskridge Highway and Dutton Avenue, part of the 82-acre 1969 City annexation between Routes 13A and 20.

Single-family residential development within the city limits was relatively modest. Nylon Boulevard Extended and Huston Street lots were mostly filled out during the period and additional homes were constructed at the west end of Tulip Place in the Cypress Street area. By way of contrast, development of single-family homes just outside the city limits was more actively pursued, with the Heritage Village, Atlanta Estates and Devonshire Woods subdivisions on Atlanta Road, lot-by-lot development on the north side of Virginia Avenue, single-family subdivisions and mobile home parks east and southeast of the city, and rural county road residential stripping scattered through the vicinity.

The most recent annexation is the Mears Farm in 2002. The twelve acres fronting on the Bridgeville Highway is planned to be commercial development for medical uses and the remaining 94 acres is planned for high-density residential use.

This decentralization of single-family detached housing development is not unique to Seaford. Generally, land prices are lower

in outlying areas and the extensive state road system provides good access to jobs and services. In addition, the county permits the subdivision of road frontage into lots and has a relatively small minimum lot size of three-quarters of an acre for dwellings using on-site sewage disposal systems. These factors plus the increased use of manufactured housing have all contributed locally, regionally and nationally to growth outside of the existing cities.

COMMERCIAL DEVELOPMENT

Commercial development is driven by the continuing involvement of Seaford as a retail center for a broad market area, including the growing residential areas in the unincorporated vicinity of Seaford and parts of Dorchester, Wicomico and Caroline Counties in Maryland, and the local and regional significance of US Route 13. Similar to other communities, which were narrowly bypassed by the four-lane road in the 1950's, land development in Seaford has been pulled over to, and up and down, Route 13 to a large degree. In Seaford's case, this tendency was reinforced by the construction of a new road, Norman Eskridge highway, to extend Stein Highway over to Route 13 in the late 1960's. Eskridge and Route 13 became the frontage roads for new strip commercial uses during the 1970's and 1980's and the access route to Ames Shopping Center (1973, 60-70,000 s.f.) and Seaford Village Shopping Center (1985, 198,000 s.f.). The development process was aided by City annexation of about 170 acres bracketing the new Eskridge Highway in the late 1960's, some 140 acres alongside Route 13 in the 1970's, and utility extensions to serve the new territory. This trend continues today with the recent addition of the Sussex Plaza, which houses the Wal-Mart site.

The other significant location for commercial development is at the west end of Stein Highway at an existing retail node

anchored by the Nylon Capital Shopping Center. About 80,000 s.f. of retail commercial space was added along the back tier of the Nylon Capital site in the 1970's, with smaller developments west of the shopping center. Annexations totaling about 19 acres accompanied this development. This shopping center has declined over the years and has a high vacancy rate. Recent interest in revitalizing this center is encouraging and the City is actively pursuing this effort. Medical office development associated with Nanticoke Memorial Hospital has occurred along Middleford Road west of and across from the hospital. Commercial development and redevelopment within the City's traditional central business district was very modest in the period under study.

INDUSTRIAL DEVELOPMENT

Industrial development is of two types: the Penco and DuPont-associated warehouses at the westernmost corner of Seaford and the creation, servicing and occupation of the Industrial Park.

Penco and DuPont developed nearly 880,000 square feet of industrial warehousing along both sides of Dulany Street in the 1970's and 1981, for storage of nylon products of the DuPont plant. In addition, Penco developed a 63,400 square foot plumbing supply warehouse and offices at the northeast corner of the 1966-annexed 60-acre tract west of the Westview residential development. The reduction in the work force and the productivity in the DuPont Plant have decreased the need for Nylon storage space. Currently, DuPont occupies 554,000 square feet and Penco and the City are actively marketing the remaining 336,000 square feet.

The City of Seaford annexed approximately 435 acres across the northern tier of the community in 1975 and purchased the

westerly 120 acres for an industrial park. Water, sewer and roads were installed in the 1980's and current occupants include Johnson Polymer, Linco USA, Orient Corporation, Southern Metals, CCX, ES Steel, Bowie Bolt and Craig Technologies. In addition, the City has constructed a "spec building" on a nine-acre site and is actively marketing the building. Three additional sites are still available in this park. The City has also begun construction on the Ross Business Park, a 186 acre site, across from the Seaford Industrial Park. This site is home to the Children and Families First Center, and the proposed Nurses 'n Kids facility.

INSTITUTIONAL & RECREATIONAL DEVELOPMENT

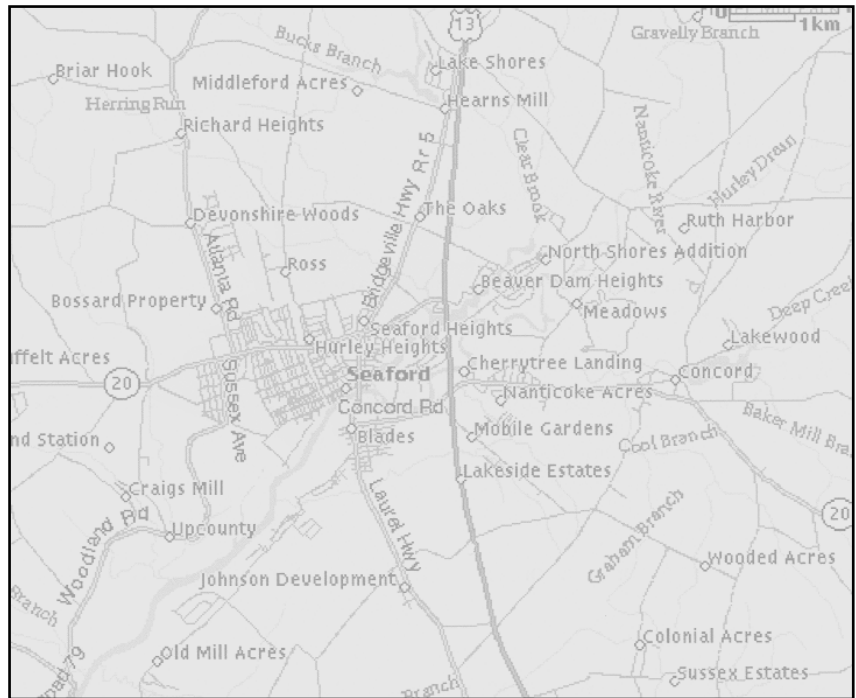
The 1975 annexation of a 315-acre tract of land north of Virginia Avenue and east of the railroad tracks represented the largest annexation ever by the City, but development has been limited to the northern tier of Virginia Avenue. Seaford Police relocated to a site at Virginia Avenue and Market Street Extended in the late 1970's and the Jaycees relocated the city pool facility from behind the Nylon Capital Shopping Center to Virginia Avenue and School Lane in the mid-1980's. The State of Delaware Health and Social Services Center, opened in the 1980's, forms the eastern terminus of the Virginia Avenue complex of public facilities.

Across the street, the school district is proceeding with development of new recreational facilities. Major public recreation development in the period followed the 1968 89-acre East Seaford annexation, with City development of the 20-acre Williams Pond Park sports complex. The City also annexed Soroptimist Park on the south side of Williams Pond in 1979 and developed the small Kiwanis Park opposite Nylon Capital Shopping Center in

the 1980's. Access to the Nanticoke River is provided at Riverview Park, located at the foot of Nanticoke Street and the Park and Boat Ramp located near the wastewater treatment plant. The latest addition to the city's recreational facilities is The Sports Complex and The Jay's Nest located adjacent to the Ross Business Park.

The major private institution in the city, Nanticoke Memorial Hospital, expanded and renovated its building on Middleford Road several times in the 1968-88 period, including construction of the hospital 'tower' in 1983.

The 85-acre DuPont Country Club formed a large unincorporated out parcel within the City of Seaford for many years. This private golf course facility was annexed to the City in 1982. Other annexations in the 1980's were of moderate size, consisting for the most part of pieces less than five acres. Extensive lengths of State and County Roads that form the city boundary or traverse the remaining unincorporated out parcels were annexed in 1982 and 1983.



CHAPTER TWO

TRANSPORTATION

CHAPTER 2

TRANSPORTATION

TRANSPORTATION

There are four categories of roads that service the Seaford area.

CATEGORY ONE - PRINCIPLE ARTERIAL

This is a highway that is designed to carry long distance traffic safely at relatively high speeds, but permit some interruption from side roads and adjacent properties. Controls on access on these highways usually only involve limiting particularly hazardous movements such as mid-block cross traffic turning movements. Sussex Highway (U.S. Route 13) is an example of this type of road. Unfortunately, early zoning regulations adopted by Sussex County permitted commercial development along the major north/south highways including U.S. Route 13 without access control or service roads. Local traffic, generated by patrons of the shopping centers and other commercial development, competes with through traffic for the available capacity of the travel lanes. This type of strip development also creates numerous access points that affect the safety of highways as well as its traffic capacity.

U. S.Route13 had been designated as one of the major roadways included in the Corridor Capacity Preservation Program. This program can involve building overpasses, parallel access roads, other traffic handling techniques or purchasing development rights and properties where potential traffic conflicts cannot otherwise be resolved. DelDOT is currently developing a plan for U.S. Route 13 that will maintain traffic carrying capacity and accommodate the existing businesses along the roadway.

As part of this planning process, Seaford, reviews the proposed improvements.

The City's priorities for improvements are as follows:

1. Intersection of U.S. Route 13 and 13A at Marathon Farms Road 46.

This intersection is confusing and the cause of multiple serious accidents. It should be redesigned to simplify the turning movements and provide for safe merging lanes. The relocation of Camp Road should be considered.

2. Intersection of Tharp Road and U.S. Route 13 (Wal-Mart) and U.S. Route 13 and 13A (Post Office).

These intersections and the roadway between intersections need realignment and resurfacing to reduce accidents and injury. The east-west traffic lanes do not line up correctly. Shoulders and additional lanes are required.

3. Intersection of Route 20 East and US Route 13 South (Cock and Bull).

The traffic signal systems at this intersection need to be improved. DelDOT should consider installing a strobe light in the red signal to alert motorists that do not pick up the light or provide a warning light prior to the intersection that indicates a signal ahead.

4. Intersection of Stein Highway and U.S. Route 13.

Improvements to the acceleration and deceleration lanes are needed which require longer lengths and better marking.

5. Intersection of Middleford Road and U.S. Route 13.

Improvements to the acceleration and deceleration lanes are needed which require longer lengths and better marking.

In addition to planned improvements to U.S. Route 13, DelDOT is undertaking a study to plan a north/south limited access highway in the vicinity of U.S. Route 113. This new highway is expected to divert some through traffic from U.S. Route 13 and help to prevent further deterioration of its traffic carrying capacity.

CATEGORY TWO - MINOR ARTERIALS

The only minor arterial in the Seaford area is Route 20 (Stein Highway from the Maryland line to Route 30 (Atlanta Road). Like Principal Arterial Roads, they are designed to carry long distance traffic at relatively high speeds but permit some interruption from intersecting roads and adjacent properties. Route 20 is experiencing some of the same problems as US 13 from commercial development along the road though not nearly as severe. DelDOT anticipates that Route 20 will have seasonable congestion by 2005 and non-seasonal congestion by 2015. To address this problem, the long-range transportation study recommends several actions that would take place in 2006 to 2015 time period. These actions can include "Systems Management", "Local Road Networking Improvements", "Bicycle Accommodations" and "Truck and Heavy Equipment" improvements. Typical

System management improvements include adding or widening shoulders, acceleration or deceleration lanes and traffic signals. Local Road Network improvements include providing alternate route signing and possible realignment of local roads. Bicycle Accommodations can include signs, marked road shoulders and off road bikeways. There is an on-going study of truck routes in the Seaford area that might involve a bypass

around Seaford using improved local roads or sections of new roadway.

Seaford's priorities are improvements to the following intersections:

1. Route 20 and Pine Street
2. Route 20 and Porter Street
3. Route 20 and Figgs Road

COLLECTOR ROADS

The third road category is the Collector Road System. These roads are designed to handle some through traffic and permit access to adjacent properties. Alternate Route 13 (Front Street) is a collector road. The Long-Range Transportation Plan recommends improvements in the 2016 to 2025 time period. Actions that may be taken include System management, Travel Demand Management, Bus and Van Transit and bicycle and Pedestrian Accommodations. The Seaford Comprehensive Plan recommends priority action on this road to install curb and gutter and provide a pedestrian/bikeway.

RAIL SYSTEM

Sussex County has nearly one hundred miles of freight railroad, over which three rail companies operate. These lines are the successors of a rail network that spread across the Delmarva Peninsula in the middle nineteenth century and played a key role in the development of the present agricultural and tourist industry in southern Delaware. Over the past 50 years, the car, the interstate highway systems, trucking and new bridges over the Chesapeake Bay have diminished the profitability of local rail operations. Despite this, rail freight traffic in Sussex County has remained relatively stable in recent years. Today, a major eastern freight railroad, Norfolk Southern, operates the N-S Delmarva Secondary Line that runs from Newark and the

northeast corridor to Pocomoke City, Maryland. At Pocomoke City, the line connects to the Eastern Shore Railroad and heads south to Norfolk, Virginia via a car-float operation at Cape Charles. This line passes through the City of Seaford and provides service to the Seaford Industrial Park. The Maryland and Delaware Railroad operates the Cambridge Line that runs 5.7 miles between Seaford and the Maryland line en route to Cambridge, Maryland. The M&D now runs six trains a week, and key commodities include fertilizer, chemicals and animal feed. Although increased rail freight service has the potential to reduce truck traffic, it could create traffic safety problems at the numerous grade crossings and possible rail yard contamination. Nevertheless, it is important to Seaford to have opportunities to provide industrial growth where rail service is essential.

TRANSIT SERVICES

Carolina Trailways provides the only long distance bus service in Sussex County offering service between Wilmington, Delaware to Salisbury, Maryland via Seaford. The company offers four round trips daily. In addition, the DTC/DART provides three weekday round trips between Georgetown and Seaford via Bridgeville. These trips link up with other services to Milford, Milton, Rehoboth Beach and Wilmington. Other transit services in Sussex County include the DTC/DART, First State Paratransit, an on-call shuttle service for persons who are physically or mentally disabled and the elderly. DTC also administers the Senior Citizens Affordable Taxi operation and the Kent-Sussex County Reimbursable Program. Providing adequate public transit services is important to Seaford since 15% of the households in the City have no car and are transit dependent.

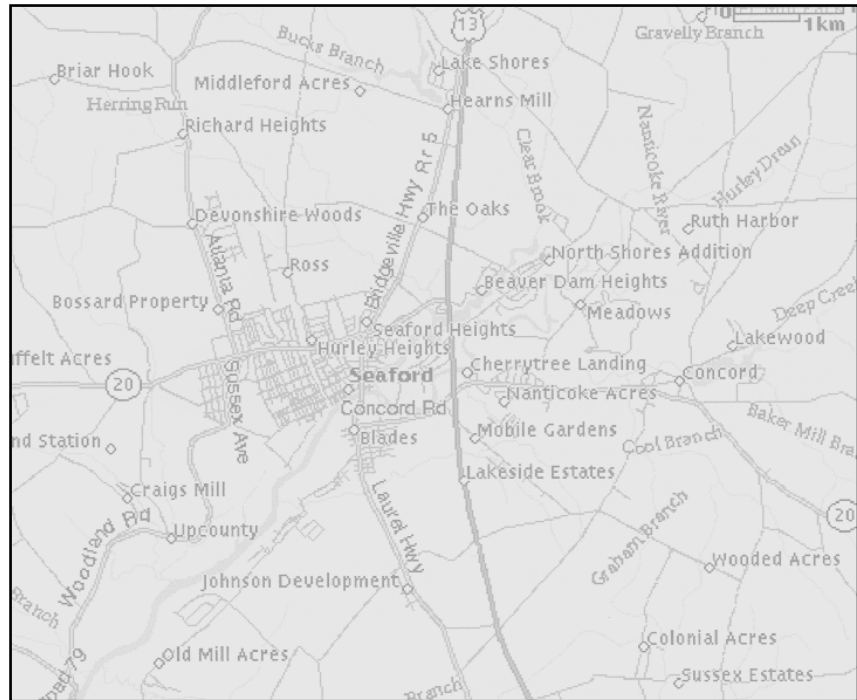
BICYCLES AND PEDESTRIAN FACILITIES

Although bicycles are not considered a serious method of transport by most people surveyed, a relatively dense urban environment, such as is the case in Seaford, provides a greater opportunity for bicycles than in more spread out developments. There were 152 bicyclists injured in Delaware in 1998 and half were under the age of fifteen. This suggests that many county roads may be unsafe for bicyclists. Improved bike path, greenway paths and trails and bike routes could increase the use of bicycles for pleasure, exercise and transportation. As with bicycling, walking is often ignored as an efficient means of transportation. Fortunately, like the future for bicyclists, the future for pedestrians looks brighter today as well. Under the 1998 TEA-21 Legislation, the federal government now considers walking an important form of transportation and is putting millions of dollars annually into developing facilities for bicycle and pedestrian use. To date, Seaford has taken advantage of this program to make pedestrian improvements to "Old Downtown Seaford" and Virginia Avenue.

Seaford is an ideal community for such efforts and should continue to work with DelDOT to provide a sidewalk and pathway network using available federal funds.

RECOMMENDATIONS

- Continue to work with DelDOT to initiate improvements to U.S.Route 13 with priority given to the intersections at described in this chapter.
- Request DelDOT to proceed with intersection improvements to U.S.Route 20 at U.S. Route 13, Pine Street, Porter Street and Figgs Road.
- Request DelDOT to install curb and gutter and a pedestrian/bikeway along Alternate13 (Front Street).
- Complete the truck route study and install needed signs.
- Add shoulders to Herring Run Road.



CHAPTER THREE

WATER AND WASTEWATER

CHAPTER 3

WATER AND WASTEWATER

WATER

Seaford's water system consists of five wells, three elevated storage tanks and a distribution network of 12, 10, 8, 6 and 4-inch mains. All developed areas of the City are served and the business park now being developed can be served by the surrounding water mains. The well capacity is as follows.

WELL	CAPACITY
Nylon	800 gpm
Arbutus	1,200 gpm
Dulaney	1,000 gpm
534 N	750 gpm
534 S	750 gpm
Total	4,500 gpm

One problem is that the Arbutus well is not winterized and thus is operable only in the summer. This should be fixed as soon as possible. Seaford's existing wells are approximately 120 feet deep and use the Beaverdam/Columbia aquifer. This unconfined aquifer produces a good yield, but is subject to contamination from surface infiltration of chemicals. Fluoridation is added at each well and polyphosphate is used for corrosion control.

DNREC'S Division of Water of Resources has completed a Source Water Assessment for Seaford's wells as required under the 1996 amendments to the Safe Water Drinking Act. There are 34 discrete potential sources of contamination located within the wellhead protection areas around these wells.

These sources include: 16 underground storage tank facilities, 12 Hazardous Waste Generators, 2 wastewater outfalls, 2 pesticide loading, mixing or storage facilities, and 2 superfund sites. The dominant land use above these wells is cropland. Data from the Department of Health and Social Services's drinking water program was reviewed for the last five years. One raw water sample was found to contain Iron at 0.36 mg/L, just above the 0.30 mg/L secondary drinking water standard. Nitrate Nitrogen was found in three wells, less than the 10mg/L standard, but above the 50% reporting criteria. However, it should be noted that Seaford's water supply system utilizes certain treatment methods that remove containments or impurities from the drinking water before it is delivered to the public. In summary, Seaford's wells have a high degree of susceptibility to containments because they draw water from a surface aquifer, however the City closely monitors the water quality delivered to the public and takes appropriate actions to ensure that it meets drinking water quality standards.

Other available aquifers include the Manokin and Cheswold formations. The Monokin is widely used and lies directly below the Beaverdam formation. The quality of the Cheswold formation is questionable. There are three elevated storage tanks, two with a capacity of 300,000 gallons each and a new tank with a capacity of 750,000 gallons.

The average daily water demand is as follows:

Winter Months	1,000,000 gpd
Summer Months	2,000,000 gpd
Yearly Average	1,500,000 gpd

Peak day $1.6 \times 1,500,000 = 2,400,000$ gpd

Assuming the largest well out of service and pumping sixteen hours out of the day, the present pumping capacity is 3,165,000 gallons per day.

Remaining capacity:
 $3,168,000 - 2,400,000 = 768,000$

Future Commercial and Industrial Use:
 $20\% \times 768,000 = 153,600$

Residential Use:
 $80\% \times 768,000 = 614,400$

$614,000/400$ gpd =
1,536 Additional Dwelling Units

WASTEWATER

The developed area of Seaford is served by eleven sewage pumping stations and a gravity collection system that flows to the Seaford Wastewater Treatment Facility on the Nanticoke River. The treatment plant has a capacity of two million gallons per day and treats flows from Blades as well as Seaford. Average daily flows are reported to be approximately one million gallons leaving room for future expansion of the collection system. The facility was upgraded in 1998 and now provides Biological Nutrient Removal of nitrogen and phosphorus. Sludge is composted with wood chips to produce a viable product for top dressing of lawns and golf courses. The City is currently engaged in a program to separate the remaining combined sanitary-storm sewers, which services the downtown core of the City. Out of the nine original

areas that had a combined system, eight have been separated and the remaining area west of the railroad is scheduled to be separated this year. Until this construction is completed some combined sewage-storm flow bypasses the treatment plant during heavy rainfalls. As the City grows outward from its perimeter, some older sewer lines may reach their capacity. As new areas are annexed and service provided the collection system needs to be monitored and analyzed to see the cost impact of the increased flows. The excess capacity of 1 MGD is sufficient to serve an additional 2,700 dwelling units while leaving a reserve of 200,000 per day for industrial and commercial use. Expansion of the treatment facility beyond its present limit of 2 MGD may not be possible since the objective of the State is to closely control nutrient discharges into waters of the State. The long-range plan should include a new land disposal system using spray irrigation similar to other treatment facilities currently operated by Sussex County. Such a facility requires a large land area and possible locations should be studied before development precludes the construction of the facility.

The remaining capacity for new construction is estimated as follows:

Remaining Capacity – 1,000,000 gpd

Future Commercial and Industrial Use:
 $20\% \times 1,000,000 = 200,000$ gpd

Future Residential Use:
 $80\% \times 1,000,000 = 800,000$ gpd

$800,000$ gpd/ 300 gpd/dwelling unit =
2,667 additional dwelling units

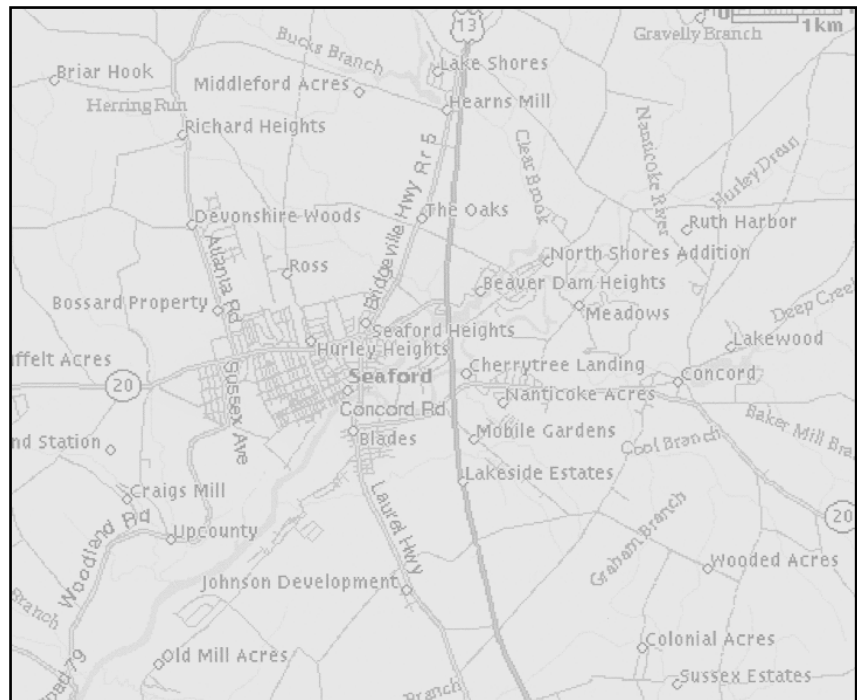
In addition to the City's wastewater treatment plant, several businesses have private treatment facilities. DuPont Corporation has a treatment facility of 679,000 gpd with a discharge to the

Nanticoke River. The Penco Corporation on W. Stein Highway has a private facility. Two other businesses have large septic systems, the Burger King Restaurant on Route 13 and Victoria Avenue, and Seaford Shell Station located near Routes 13 and 535.

Several areas around Seaford's border have reported failing septic systems. These areas include Heritage Village, Beaver Dam near WalMart, Devonshire Woods, Atlanta Estates, three houses by Dunkin Doughnuts, Seaford Heights, North Seaford Heights, the Island area located near Riverside Drive and Victoria Avenue, and dwellings near the Holiday Inn at Route 13 and Stein Highway. Some of these areas may receive sewer service in the future if they are annexed.

RECOMMENDATIONS

- Complete the separation of the combined sanitary-storm sewers.
- Complete improvements to winterize the Arbutus well.
- With the assistance of DNREC, undertake a study to locate and acquire a suitable area for a spray irrigation facility to accommodate long-term growth.
- Continue to closely monitor the drinking water quality.
- Work with DNREC to develop a wellhead protection program.



CHAPTER FOUR

HISTORICAL AND CULTURAL RESOURCES

CHAPTER 4

HISTORICAL AND CULTURAL RESOURCES

“Historic Preservation Involves recognizing places from our past that are important to the American people, caring for them, and then using them in ways that enrich all of our lives. These special places reveal every aspect of our country’s origins and development—our land, houses, workplaces, parks, roadways, waterways, places of worship, and objects of art. Historic places help us understand who we are as well as the meaning of our accomplishments and shortcomings. Preservation, above all, protects and maintains our past for future generations – the stewardship of our nation’s legacy.”¹

Seaford was first laid out on the north bank of the Nanticoke River in 1799 and grew into an important trans-shipment port. Seafood, produce and manufactured goods were shipped from the Delmarva Peninsula to the major markets of the eastern seaboard. The completion of the Delaware Railroad from Wilmington, Delaware to Seaford in 1856 greatly expanded the business. During the last half of the nineteenth century, Seaford made a series of municipal improvements that laid the foundation for the City as it exists today. These improvements included brick sidewalks, streetlights, a water system and electrical and telephone system. The local economy was given a significant boost in 1939 when E.I. duPont de Nemours and Co., opened the world’s first nylon plant in Seaford.

Over the years, this industry became the area's largest employer with a peak employment of over 4,000 in the 1960's. However, automation and global competition has significantly reduced the work force and caused the City to seek other industrial growth to remain a growing and vibrant City.

Fortunately, many historical buildings have been preserved in the Seaford area and they contribute to the character of the City as well as serving as a tourist attraction. Seaford has a very active Historical Society whose members make a significant contribution in preserving the historical character of Seaford. The Historical Museum has recently been relocated to High Street where it can serve as a focal point in preserving and enhancing downtown Seaford.

¹ Jandl, W. Ward, Thomas Jester,
and Eric Hertfelder:
A Heritage So Rich

There are sixteen sites listed on the National Register of Historic Places.

INDEX BY STATE AND CITY

REPORT FROM THE NATIONAL REGISTER INFORMATION SYSTEM FOR SEAFORD, DELAWARE

Row	RESOURCE NAME	ADDRESS	LISTED
1	Barnes Woods Archeological District	Address Restricted	1996-12-11
2	Building at 200--202A High Street	200--202A High St.	1987-02-18
3	Building at 218 High Street	218 High St.	1987-02-18
4	Building at High and Cannon Streets	SE corner of High and Cannon Sts.	1987-02-18
5	Burton Hardware Store	High St. and Spring Alley	1978-04-20
6	Cox, J. W., Dry Goods Store	214 High St. (demolished)	1987-02-18
7	First National Bank of Seaford	118 Pine St.	1987-02-18
8	Hearn and Rawlins Mill	N of Seaford on U.S. 13A	1978-05-22
9	Lawrence	N of Seaford on U.S. 13A	1978-05-22
10	Maston House	3 mi. N of Seaford on Seaford-Atlanta Rd.	1975-03-31
11	Robinson, Jesse, House	613 High St.	1982-08-26
12	Ross, Edgar and Rachel, House	413 High St.	1997-09-11
13	Ross, Gov. William H., House	Ross Station Road	1977-10-28
14	Seaford Station Complex	Nanticoke River at Delaware Railroad Bridge	1978-06-15
15	St. Luke's Protestant Episcopal Church	Front St.	1977-10-28
16	Sussex National Bank of Seaford	130 High St.	1987-02-18

The Maston House, also known as *Cannon's Savannah* is the oldest house in the area and the most historically recognized structure. It was built in 1727 with an addition in 1733. The house is a 1-1/2 story brick colonial, with a loft. It has a chevron design in the gable ends, and glazed Flemish bond and brick corbels.

The Lawrence House is a Greek Revival structure built in the 1840's by Charles Wright. It has square, paneled columns reaching from porch to attic line with square

bases and simple Capitals, creating a tall look by using elongated windows in the main structure and "lie-on-your-stomach" windows in the attic.

The Ross Mansion is a 2-story Italianate-style Victorian of painted brick with a colonnade porch, round arches, triple windows, brick terrace and a three-story tower situated on plantation grounds with a rare slave's quarters, a "honey-moon" cottage, several barns, a smokehouse and other out buildings.

In addition to the listed sites, there are a number of potential sites and a historic district that might be listed in the future.

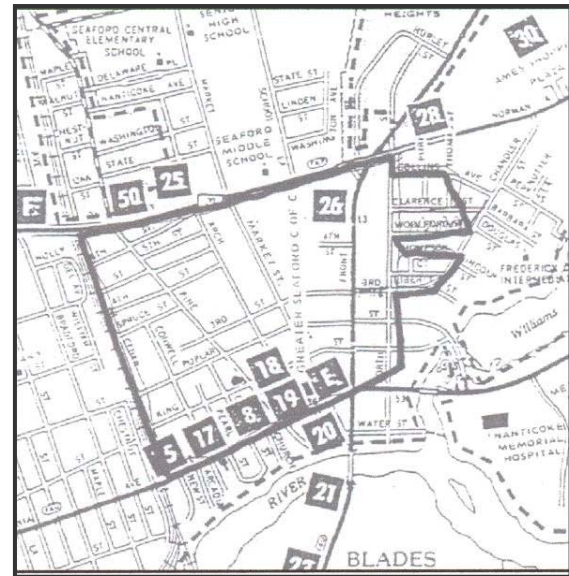
POTENTIAL HISTORICAL SITES	
Address	Description
114 High Street	Ross/Allen House east of Cedar Street. Large white clapboard Corinthian column. Early Victorian.
110 Conwell Street	Dr. Riggen. Brick colonial “one of oldest houses in Seaford”.
High Street	Seaford Post Office. Site of new Seaford Museum. 1935 brick.
Old Masonic Lodge	306 High Street. Brick store front 2-story.
413 High Street	Edgar Ross. Brick. Circa Late 1800’s.
20916 Sussex Highway	Highview House (Ross Giles Mansion) 1810 Colonial Upgraded to early Victorian. 1836 white front on Camp Road.
1100 North Pine Street	Jim Ross House Across from Ross Plantation. (Watson’s currently live in it)
119 Hall Street	Fair View – 1775 Colonial.
Road 79 Woodland Ferry Road	Gundry House Revolutionary War Times. 3-story colonial on river.
In Maryland	Patty Cannon House Historic structure is really Johnson Tavern. Has marker.
319 Popular	Very old small house.

The old post office located on High Street is the site of the new Seaford Historical Museum. This facility opened in 2002 and forms the core of the Seaford Old Town Historical District

Many of the currently listed historical structures and the proposed historical structures are in poor condition and need extensive repairs. However, the Highview House has been completely restored.

This structure is an early “Country” two-story wood-clad Victorian with round classic style Corinthian columns supporting a full wrap-around porch, living hall, Eastlake windows, six fireplaces and a corner tower with a hard slate gray roof trimmed in copper. This site would make an excellent addition to the National Register.

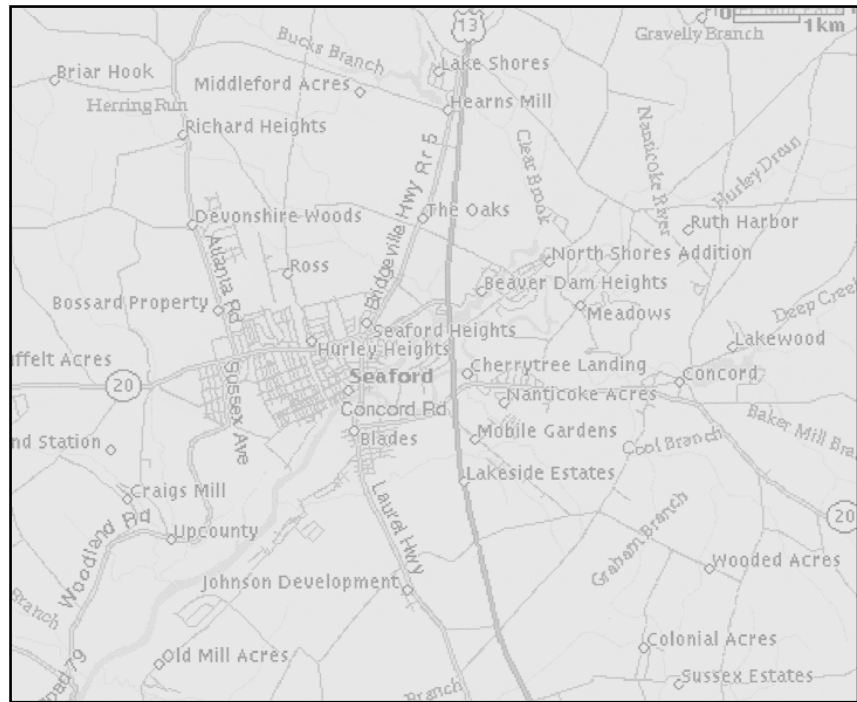
POTENTIAL HISTORIC DISTRICT



The potential historic district is composed of primarily residential buildings and is roughly bounded by the railroad tracks on the west, by Stein Highway on the north, by the rear lot lines of King Street on the south, and by North Street on the east. There are minor extensions of the proposed district on the eastern boundary along Collins Street, Clarence Street, Thompson Street, and Liberty Street.

RECOMMENDATIONS

- Preserve the historic downtown area by ensuring its economic vitality with the use of the Riverfront Enterprise District and the Main Street Program



CHAPTER FIVE

COMMUNITY FACILITIES

CHAPTER 5 COMMUNITY FACILITIES

SCHOOLS

Schools in Delaware are administered through a system of school districts, which are delineated independently from municipal or even county boundary lines. The Seaford School District covers about sixty square miles and extends to the Maryland line on the west, State Route 18 on the north, three to four miles east of US Route 13, and halfway to Laurel.

Commencing September 2002, the four elementary schools will offer grades K through 5. The elementary schools are West Seaford Elementary School at Stein Highway and Sussex Avenue, Central Elementary at Virginia Avenue and Market Street, Frederick Douglas Intermediate School on Williams Pond and Blades Elementary School, located in Blades. All grade six, seven and eight students will attend Seaford Middle School on Stein Highway at Market Street and all ninth grade students will go to Seaford High, adjacent to the Central Elementary and Seaford Middle School.

The Seaford School District also houses the Sussex County Orthopedic School and Unit for the Visually Impaired. Many special events and extra programming for students are provided including individual education planning, wheel brace clinic, in-school clinic, inclusion, OH/VI Olympics, individual/small group instruction, assistive technology, augmentive communications training, field trips, computers, 4H and much more. Speech, occupations and physical therapists are on staff, and health care is a primary consideration. The facility offers art, music, physical education and activities of daily and independent living skills. It is the school's belief that every

child is exceptional and should be afforded the opportunity to "Be All They Can Be."

SCHOOL ENROLLMENT

School enrollment in the Seaford School District in 2002 is 3,267, compared to 3,271 in 1980. School enrollment reached a high of 3,859 in 1996, but has declined by 582 students, a fifteen percent decrease.

SEAFORD SCHOOL DISTRICT SEAFORD, DELAWARE 19973 ENROLLMENT TRENDS OFFICIAL COUNT 30 SEPTEMBER		
1980	3,271	
1981	3,131	-140
1982	3,132	+1
1983	3,150	+18
1984	3,153	+3
1985	3,173	+20
1986	3,233	+60
1987	3,289	+56
1988	3,251	-38
1989	3,314	+63
1990	3,369	+55
1991	3,479	+110
1992	3,520	+41
1993	3,583	+63
1994	3,598	+15
1995	3,730	+132
1996	3,849	+119
1997	3,806	-43
1998	3,750	-56
1999	3,749	-1
2000	3,678	-71
2001	3,376	-302
2002	3,267	-109

	1996	2002
Kindergarten	311	224
Grades 1-3	893	720
Grades 4-5	615	516
Grades 6-8	952	802
Grades 9-12	1,035	966
OH	43	39
Totals	3,849	3,267

PRIVATE SCHOOLS

Seaford Christian Academy offers pre-kindergarten through high school academic programs. The school is fully accredited by the Association of Christian Schools International (ACSI) and the Middle States Association of Colleges and Schools (MSA). Classrooms are operated on a traditional basis with certified, college-trained teachers.

The David G. Fleagle School, one mile east of Highway 13 on Road 46 north of Seaford, is affiliated with the Seventh Day Adventist Church. Founded in 1962, it includes grades one through eight and is open to students of the local community.

THE SEAFORD MISSION

The Mission is located on the corner of Third and North Streets, an intersection that used to be home to drugs and crime. The Mission, erected after a local pastor's son was murdered in the bar that once stood there, provides counseling, job placement, transitional housing, free meals and help with released prisoners. All of these services are offered to those in need, free of charge. The Mission was started by a group of locals, in conjunction with the City, who obtained private funding. Although the City of Seaford provides financial support, the Mission is in need of supplemental funding for operations, which Seaford hopes may be available through the State Division of Health and Social Services.

CITY PARKS

The City of Seaford has eleven public parks that are administered by the Seaford Department of Parks and Recreation. The department offers sports activities as well as bus trips to Radio City in New York, skiing in the Pocono's, and trips to Baltimore to see big league baseball games. The City Parks contain a total of approximately 86.7 acres and provide a diverse range of passive and active recreational opportunities. The location, size and principle activities are as follows:

	PARK	DESCRIPTION
1	Soroptimist 6.4 Acres	This park is located on Williams Pond and contains a playground, a pavilion for parties, and camping facilities.
2.	Williams Pond 21.3 Acres	This is the City's local ballpark and is operated by the Nanticoke Little League.
3	Kiwanis 2.0 Acres	This is a Memorial Park located on Stein Highway that consists of a Veterans Wall and walk.
4	Nutter 2.0 Acres	This park is located in east Seaford and was named in honor of Henry E. Nutter Jr. who served on the City Council for 32 years. The park's facilities include playground equipment and basketball courts.
5	Regional Boat Ramp 3.0 Acres	This recently renovated park is located on the Nanticoke River on the southern edge of the City. It provides boat launching and parking facilities and is actively used.

	PARK	DESCRIPTION
6	Riverview 1.0 Acres	This is a passive recreational park that is also located on the Nanticoke River at the foot of Nanticoke Street. It features a pavilion for picnics.
7	Gateway 0.25 Acres	This small park is located at the intersection of Front Street and High Street and serves as the gateway to Seaford's historic downtown district.
8	Community Pool 3.6 Acres	This facility is located on Virginia Avenue and includes an Olympic sized pool, a kiddie pool, shower facilities, snack bar, picnic tables, a pavilion and shuffleboard. The pool is open from Memorial Day to Labor Day.
9	Tennis Courts 0.75 Acres	This property is a public park that is also used by the schools for their team sports it has ten lighted tennis courts.
10	Community Track Complex 7.5 Acres	Like the tennis courts, this public park is also used by the schools for team sports. It has a state-of-the-art field track and a soccer field.
11	Sports Complex 39.0 Acres	This new facility is located in the Ross Business Park off Market Street Extended. Currently, the park contains a softball field and the Jay's Nest, a community playground. There are plans to add three more softball fields, a youth football field, a walking path, and a concession stand.

The largest recreational amenity in the area is the Nanticoke River and its many tributaries. People come from all around to go boating, canoeing, fishing and enjoy all

the forms of water sports. It is essential that this great resource be protected.

The existing and planned parks, together with the recreational fields provided by the Seaford School District provide adequate recreational facilities for the City. As the City expands and adjacent land is annexed, additional parkland will be required in the annexation area.

SEAFORD DISTRICT LIBRARY

The Seaford District Library is a valuable community resource that serves as a recreational, cultural and reference center. Organized by the Acorn Club in 1902, the library has expanded over the years through wide based community support. It is a non-profit public library administered by the Seaford District Library Board of Trustees. The active "Friends of The Seaford District Library" organization coordinates volunteer efforts to raise funds and maintain the library. Funding is provided by grants, contributions and a combination of City, County and State monies.

Sussex County Libraries are "on-line" with libraries of Kent and New Castle Counties to provide access to materials all over the state at the touch of a computer key. Patrons are able to access this information from home, work on library computers and place their own reserves for any title.

FIRE PROTECTION

The Seaford Volunteer Department, Inc. is a highly trained group of more than 75 active firefighters. Its equipment includes two 1,250 gallon per minute (gpm) pumpers, one 1,500 gpm tanker pumper, one 2,000 gpm pumper and a 2,000 gpm 100-foot ladder tower. A rescue truck, rescue boat, a field fire truck, two utility vehicles and a Chief's car are also part the fire fighting apparatus. Rescue services are also provided by the

Seaford Volunteer Fire Department with a heavy truck and state-of-the-art rescue equipment, which includes an active SCUBA team.

POLICE PROTECTION

The Seaford Police Department has an authorization for 25 full time law enforcement officers who provide twenty-four hour service to the people of the community. Each officer is a graduate of the Delaware State Police Academy. The department also employs nine civilians (seven dispatchers, one secretary and a records clerk) who maintain the SPD Communications Center on a 24-hour basis. The Communications Center receives all fire and police calls, and also has Data Speed 40 computer terminal. Each patrol unit is equipped with a three-channel receiver, which includes a statewide emergency channel.

OTHER FACILITIES

Seaford is home to the Western Sussex Boys & Girls Club. The 37,000 square foot facility was constructed in 1998 after community volunteers raised \$4 million. The Club has a membership of more than 2,600 and offers a number of programs to local youth utilizing the facility's pool, gym, art room, computer lab, outdoor fields and homework rooms. The facility is also home to the Nanticoke Senior Center, which allows local seniors to utilize the same facilities. The Western Sussex Boys & Girls Club has won two prestigious awards from Boys & Girls Clubs of America: the Annie E. Casey Collaboration Award in 1998 and the National Marketing and Promotion Gold Medal in 1999.

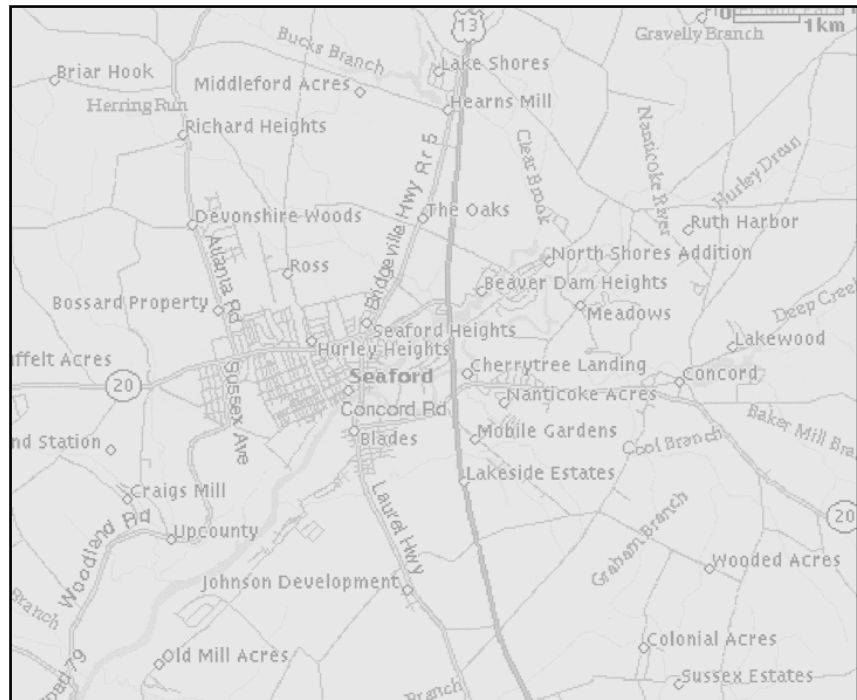
COUNTY AND STATE FACILITIES

The residents of Seaford and other western municipalities must travel to Georgetown for many state services such as the Department of Motor Vehicles, the Soil Conservation Office and the Fire Marshall. As the County continues to grow, a State Services Center should be established in Seaford to serve western Sussex County.

COMMUNITY FACILITIES

RECOMMENDATIONS

- Request funding for operational cost for the Seaford Mission from The State Division of Health and Social Services.
- Require planning for recreational facilities in any new large projects that are annexed in the future.
- Complete additions to the Sports Complex by a combination of City funds and volunteer efforts.
- Continue to support the Seaford District Library.
- Establish a State Division of Motor Vehicles Center in the Seaford area.



CHAPTER SIX

HOUSING AND COMMUNITY DEVELOPMENT

CHAPTER 6

HOUSING AND COMMUNITY DEVELOPMENT

HOUSING

The City of Seaford began as a single family detached housing area, but recent developments have been predominately multi-family. Many of these units and tenants received government subsidies. Legg Mason Realty Group, Inc produced the latest study of Statewide Housing Needs. This study shows that there were 478 substandard housing units and 320 “at risk” units in the greater Seaford area in 1996. Substandard housing units are defined as households living in units that need substantial rehabilitation to make them structurally sound, safe and habitable. “At risk” households are defined as those units which have a high risk of becoming homeless, living in overcrowded conditions or having an income less than 50 percent of median income and paying more than 50 percent of that income for housing expenses. Throughout the years, the City of Seaford has responded by providing areas for subsidized housing and special projects for the elderly. Presently, the City has 442 subsidized housing units within the corporate limits, which represents 17 percent of the total number of housing units. While recognizing that additional low income units may be required, the City must also work to obtain a balanced growth to maintain the quality of City services currently provided.

SUBSIDIZED HOUSING UNITS		
NAME	TOTAL UNITS	SUBSIDIZED
Chandler Heights Apts.	115	115
Meadowbridge Apts.	106	106
Seaford Apts.	36	36
Greenside Manor	37	29
Seaford Meadows	121	121
Yorktowne Woods	35	35
Total	450	442

COMMUNITY DEVELOPMENT

Seaford has adopted a Zoning Ordinance and Subdivision Regulations that are generally sufficient to meet the City’s needs. The Zoning Ordinance provides for the following residential districts:

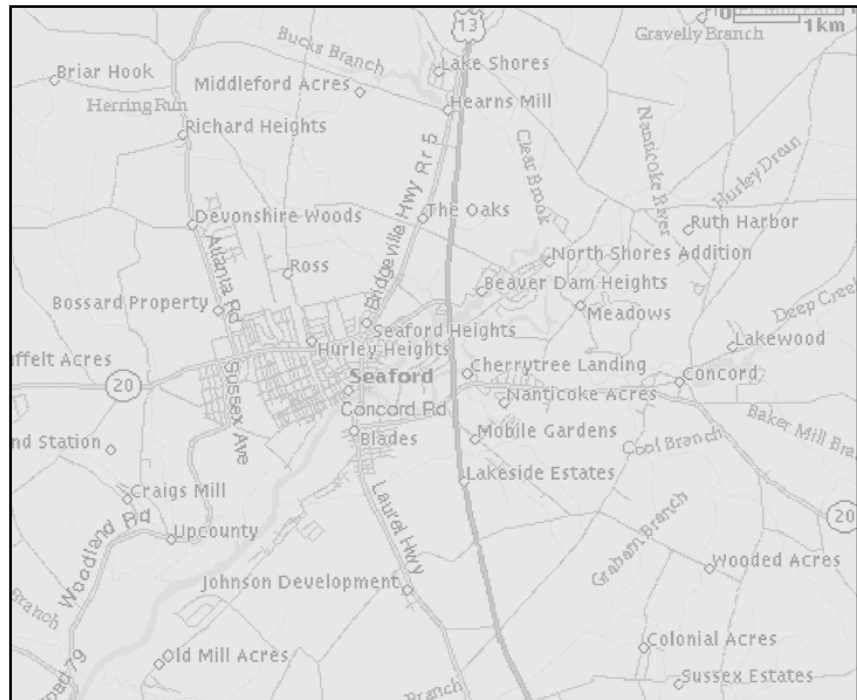
RESIDENTIAL DISTRICTS PROVIDED BY THE ZONING ORDINANCE		
R-1 Low Density	Single-family Detached	Minimum lot size - 7,500 sf
R-2 Medium Density	Single-family detached or semi- detached	Minimum lot size - 4,500 sf
R-3 High Density	Garden Apartments or Townhouses	14 Dwelling Units per acre
R-4 Institutional Residential	Hospital, Nursing Homes, Cottages	

There are several additions to the Zoning Ordinance that the City should consider to implement their Comprehensive Plan. As the City continues to annex large tracts of land, the development of mixed-use communities will be appropriate. A new zoning designation that will provide for a comprehensively planned project integrating residential, commercial, industrial and institutional uses will accomplish this goal. The purpose of this zone is to provide a flexible planning approach and to reduce travel time between home, work and shopping. This approach can also be used to promote the location and development of “target” industries designated by the City, and to preserve the City’s historic and cultural heritage. The minimum acreage for a mixed-use project should be between 100 and 150 acres.

The City should also consider adopting a Highway Corridor Overlay Zone for U. S. Route 13 similar to the County ordinance for Route 1. This ordinance does not disturb the existing underlying zoning, but provides for setbacks, buffers and entrance control. It also requires provisions for pedestrian movements, bicycles and transit stops.

RECOMMENDATIONS

- Adopt a new zoning category for Mixed-Use or Planned Residential Developments (RPC).
- Require open space and recreational amenities for large new developments.
- Incorporate natural areas designated by the state in the planning for large developments.
- Apply for funding to rehabilitate older residential units.
- Continue efforts to revitalize the Nylon Capital Shopping Center.



CHAPTER SEVEN

ECONOMIC DEVELOPMENT

CHAPTER SEVEN

ECONOMIC DEVELOPMENT

EXISTING CONDITIONS

Seaford is a community that has experienced a great deal of growth over its tenure, and continues to do so. Early in its history, Seaford was immediately recognized as an important City in Sussex County. Both the Nanticoke River and the presence of the railroad made Seaford a “hub” for shipping goods and services. This, along with the many businesses that lined the River, including shipbuilding and oyster houses, gave Seaford its start as one of the leading communities in Sussex County. That still holds true today. Seaford’s economic development plan is simple – diversify.

The City has the opportunity to excel in many areas – business, recreation, and tourism – and they are capitalizing on all of them, while maintaining their small town quality of life.

Seaford’s theory behind economic development is to focus on both new development and preserving what development has already taken place. Equally as important as new businesses moving into Seaford are those that have been in the community providing jobs and an economic base. This also holds true with buildings. Although a lot of new structures have been built in Seaford over the last several years, there have been equally as many rehabilitation projects. City officials have always been very proactive in bringing new business and opportunities to the area. The decision to locate the first nylon plant in Seaford in the late 1930’s proved to be an excellent one. The DuPont plant brought a great deal of growth into Seaford by providing jobs and an excellent economic base from which the community could grow.

Fortunately, for the City of Seaford, however, officials did not stop there. In the mid 1980’s, the City made plans for an Industrial park. One hundred fifty acres of land was dedicated to attract manufacturing businesses that would bring new jobs and new revenues into Seaford. Today, the Seaford Industrial Park is at nearly full occupancy housing such businesses as Johnson Polymer, Orient Corporation, Green Tree Technologies, Craig Technologies, Bowie Bolt, FedEx, CCX, ES Steel, LINCO USA, and Southern Metals. Having this Park and these businesses in place lessened the impact the community felt from the downsizing of the DuPont plant. The company that once employed nearly 6,000 people currently only employs around 700. This could have been detrimental to Seaford if the City officials hadn’t placed emphasis on bringing in other industries to Seaford. There are more plans for the future that will continue to keep Seaford an economically sound community. The last two lots in the Seaford Industrial Park were recently sold for the purpose of the start-up of a new company in the near future.

ECONOMIC INCENTIVES

Seaford employs a full time Economic Development Director to promote the City and its environs for industrial and commercial growth. The City also offers financial incentives to retain residents and businesses in the City. Seaford accomplishes this objective is by providing a Tax Incentive Ordinance, as well as credits for impact and tap fees.

The Tax Incentive Ordinance gives money to property owners that improve the assessment of an existing property by 50% or more. If a property meets these criteria, the property owner is awarded a check for the amount of the difference in taxes over a ten-year period. The idea is that awarding this money to the property owner up-front (as opposed to just waiving the higher tax amount) is that it will help to offset some of the up-front costs in making major improvements to a property.

The City will also waive tap fees and impact fees for new dwellings or businesses that are located on previously served lots.

First time homebuyers do not have to pay transfer taxes if they owned their lot for more than a year. The bottom line is to focus on both the old and the new.

NEW OPPORTUNITIES

The City, in conjunction with the State of Delaware, recently constructed a 60,000 square foot speculative building in the Park to attract those businesses that have an immediate need for relocation or new facilities. These additions put the Seaford Industrial Park at nearly full occupancy. As a result, Seaford has begun to develop the Ross Business Park. This Park, which also consists of around 150 acres, will feature both smaller lots for commercial businesses, and larger lots for more Industrial tenants. Two of the lots have already been sold to Children and Families First and Nurses 'N Kids. The Park will continue to grow as infrastructure is in place.

Development in Seaford has not been limited to just the manufacturing industry. The Nanticoke Memorial Hospital serves as one of the largest employers in Seaford with a full-time staff of 735. As a result, the medical industry has experienced a great deal of growth in Seaford. Other

commercial, and retail businesses are also abundant in Seaford.

In addition to many shopping centers and strip malls, Seaford's recently renovated downtown is at nearly full occupancy. All of this makes Seaford an employment hub for Sussex County by providing jobs not just to its own residents, but also to residents of neighboring cities and towns.

Business isn't the only thing important to Seaford. Equally as important are tourism and recreation, which the City spends a great deal promoting. Seaford has a rich history, which is brought to life through the Seaford Historical Society. The Governor Ross Plantation and Seaford Museum highlight much of the history of years gone by in Seaford. This, in addition to annual events, attracts many visitors. Among the events are the Nanticoke Riverfest, which celebrates the Nanticoke River; the Towne & Country Fair, which celebrates the Governor Ross Plantation; and parades, which highlight our historic downtown district. These events bring thousands of people into Seaford every year. Even without large annual events like these, Seaford is able to attract a number of visitors due to the abundance of recreational opportunities. The City has several parks including a boat ramp, canoe launch, a memorial park, a riverwalk, and a community pavilion and picnic area. All of these provide excellent opportunities to enjoy Seaford's charm. In addition, with the construction of the first ball field in Seaford's Sports Complex, teams across Sussex County will gather to take part in softball tournaments. The City has plans of expanding this Sports complex to include three more ball fields, a walking trail, a youth football field, a youth hockey field and a concession area. All of these amenities will compliment the Jay's Nest, Seaford's new community park located just next door.

NEW PROJECTS

The City of Seaford has several projects that are either in the planning, design or construction phase. All of these projects will enhance Seaford in one way or another.

One project underway is a new Antique Fire Museum. This building will be an addition to the City Hall Annex and will house memorabilia from the Seaford Volunteer Fire Department. The feature of the Museum will be Engine No. 1; the first fire truck belonging to SVFD. The engine has been completely restored and will be on display at the Museum.

Right next door, the City has plans for construction of a new City Hall. Construction on this 8,000 sq. ft. building should begin in the fall of 2002. The new City Hall will be an upgrade to the current structure with such amenities as a drive-thru window, handicap accessibility, enhanced utilities, and a new Council Chambers. It will serve as a cornerstone to the downtown district with its attractive design and increase in traffic.

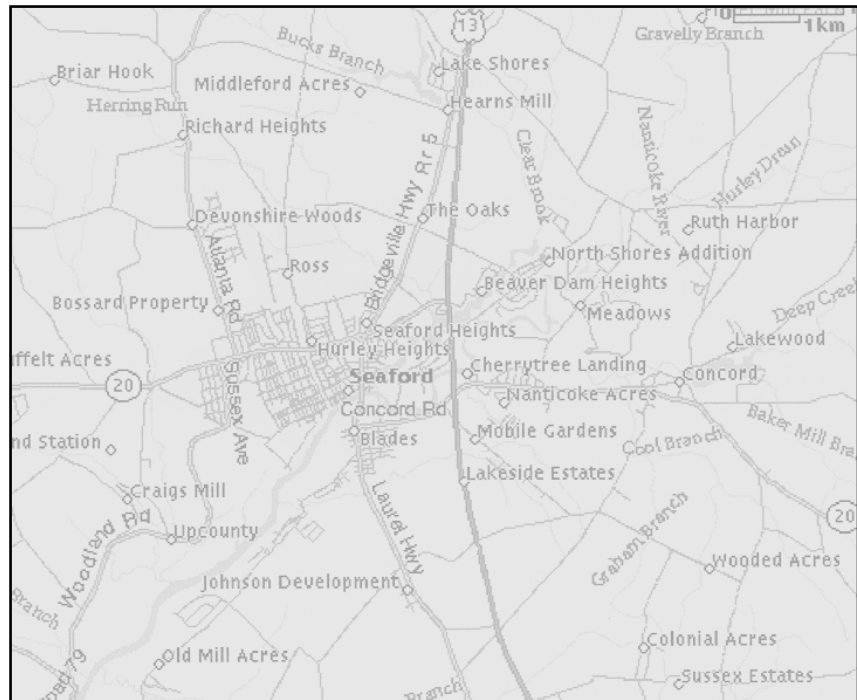
THE FUTURE

Seaford's goals for the future are to continue to make Seaford a community where both businesses and residents want to be. The City plans to grow the Ross Business Park with manufacturing businesses that will provide a number of high paying jobs, to continue the development of the Sports Complex to provide recreational opportunities, to remain focused on taking care of the businesses Seaford already has, and to encourage redevelopment of dilapidated buildings. A proactive City government combined with the many assets that Seaford has to offer will make the difference in Seaford's growth in the future.

Seaford is a well-rounded community that looks to provide the best possible services for its residents, businesses and tourists alike – and the plan is to stay that way in the future.

RECOMMENDATIONS

- Provide more connections between downtown and the Nanticoke River.
- Designate Seaford as an Employment Center on County and State Plans.
- Improve access between U. S. 13 and the Ross Business Park
- Seek state funding to extend utilities in the Ross Business Park.



CHAPTER EIGHT

INTERGOVERNMENTAL COORDINATION

CHAPTER 8

INTERGOVERNMENTAL COORDINATION

SUSSEX COUNTY

The Seaford Comprehensive Plan designates an area around the City as a Town Center and a larger area as a Developing Area. The Town Center is envisioned as a high-density area and the Developing Area is expected to be a medium density area. These are potential areas for annexation, however until this occurs, they are subject to the zoning regulations of Sussex County. It is essential that any development in these areas be compatible with the plans for expansion of Seaford. The County has prepared a Memorandum of Understanding covering an Intergovernmental Coordination Zone around the City. This zone should be adjusted to include all potential annexation areas. The provisions are as follows:

Delineation of the Intergovernmental Coordination Zone:

1. The zone shall include the area within one mile surrounding the incorporated boundary line of each municipality where a contiguous Development District has been created in the County Comprehensive Plan, provided that an alternative boundary can be established through negotiation with each municipality.
2. Where the Intergovernmental Zone of two or more municipalities overlap, the boundary between them shall be a line connecting the midway points of the overlapping area unless the legislative bodies of the affected municipalities and the County agree to another boundary line based upon existing or proposed patterns of development.

3. When an incorporated town annexes an adjacent area, the new Intergovernmental Coordination Zone shall extend one mile from the new boundary line or in accordance with a new negotiated boundary.

Municipal Review of Development Actions

1. Land Use actions subject to review with the Intergovernmental Coordination Zone will include the following:
 - a. Land use actions where the economic, social or environmental benefits or impacts will affect the municipality.
 - b. Proposed changes in zoning classification involving more than one acre.
 - c. Proposed subdivision involving more than ten lots or a subdivision with a density of more than one dwelling unit per acre.
 - d. Preliminary site plans for individual sites involving more than ten acres.

Sussex County Review of Municipal Actions:

1. Municipalities within the Intergovernmental Coordination Zone shall be required to notify Sussex County of petitions for proposed annexation within the Intergovernmental Zone at least twenty working days prior to final action is taken by the municipality.

2. Municipalities with a negotiated Intergovernmental Coordination Zone shall be required to notify Sussex County of possible zoning changes on undeveloped properties that have been annexed within the previous 10 years and share a common boundary with the County

DELDOT

DelDOT is in the process of preparing a Corridor Capacity Preservation Plan for U.S. Route 13. This plan can have serious impacts to businesses and residents along the highway. While it is important for U.S. Route 13 to continue to function as a major arterial highway, these impacts must be evaluated before a final solution is reached. Seaford and DelDOT will cooperate in obtaining this solution.

Sussex County is proposing to include U.S. Route 13 in their Corridor Overlay Zone. This zone provides for special conditions related to setbacks, buffers, and entrances along major roadways.

DNREC

The State of Delaware has passed regulations to protect and enhance the water quality of the Nanticoke River. These regulations are intended to decrease the amount of nutrients discharged to the river. A task force had been formed to determine the best way to implement these regulations. The water quality of the Nanticoke River is important to the economy and the quality of life in the City and Seaford should monitor the findings of the task force.

Seaford has adequate wastewater treatment capacity for expanded development in the near future, however, it is anticipated that an additional treatment facility will be required in the long term. This facility will utilize

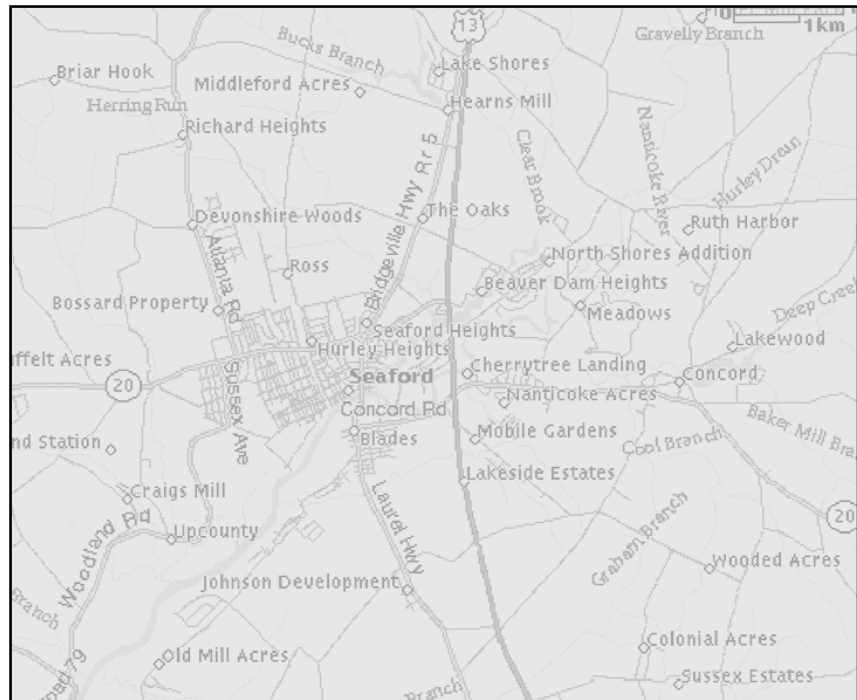
spray irrigation for disposal of the effluent, which requires a large land area. Early identification and acquisition of potential sites is essential.

BLADES

Blades is an incorporated municipality located across the Nanticoke River from Seaford. Sussex County administers the Blades Sanitary District, which collects the wastewater from Blades. The wastewater is treated at the Seaford Wastewater Treatment Facility. Because of their proximity, a close working relationship between the two municipalities is essential.

RECOMMENDATIONS

- Consider adoption of a Corridor Overlay Zone for areas of U.S. Route 13 within the City limits.
- Continue discussions with DelDOT on the Corridor Capacity Preservation Plan.
- Discuss the Intergovernmental Coordination Zone with Sussex County.
- Monitor the task force developing a strategy to implement the TMDL regulations for the Nanticoke River



CHAPTER NINE

LAND USE PLAN AND ANNEXATION

CHAPTER 9

LAND USE PLAN AND ANNEXATION

There are significant tracts of land within the incorporated boundaries of Seaford that are zoned but remain undeveloped. These include:

- **Governor's Grant**
Atlanta Road, R-1 & R-3, 34 acres
- **Bossard Property**
Atlanta Road, R-1 & R-3, 32 acres
- **Mears Farm**
Bridgeville Highway 13A, R-3,
106 acres, C-2 and R-3
- **Oll Ventures**
Stein Highway, Route 20, C-2
25 acres
- **Smoot Farm**
Sussex Highway, US 13, C-2
120 acres
- **Harvest Development**
Tharp Road, R-2, 25 acres
- **Ross Business Park,**
Market Street Extended, M-1, 151 acres

The priority for development should be on this acreage. The current residentially zoned land totals approximately 178 acres and could accommodate the growth for the next five to ten years. There is also sufficient commercial and industrial property in the City to accommodate the next five to ten years need.

In considering future growth, the City should continue to grow outward from the existing core community. The governor has endorsed a program named "*Livable Delaware*" that proposed to direct growth

toward existing municipalities. Recognizing that this could accelerate growth around the City, the Land Use Plan shows a Town Center District that can accommodate medium to high-density growth. Since the Town Center is contiguous to the existing boundary of Seaford, annexations in this area can be expected in the next five years.

The Development District shown on the Land Use Plan allows for long range planning and flexibility for specific projects that cannot be located in the Town Center District. This area conforms to the "Developing Area" shown on the Comprehensive Plan adopted by Sussex County. The Annexation Limit shown on Figure 8 includes all those lands that will be considered for annexation over the next twenty- year period.

Expansion of Seaford has generally been to the west and north. Consequently, Seaford has adopted Route 18 as their northern limit of annexation. The area to the south of Seaford along the Nanticoke should also be in a position to be annexed as it develops. This is important because central sewer service should be provided to eliminate potential pollution problems from on-site systems. The area to the east has a natural boundary of the Nanticoke River. Until such time as Seaford annexes additional areas, they will remain under the jurisdiction of Sussex County. It is important that the City of Seaford establish a working relationship with Sussex County to jointly plan the future growth in these areas.

The Development District has been divided into two parts. The area shown in solid yellow on Figure 8 contains approximately thirty-nine hundred acres and it is expected

that annexations in this area could take place in the next ten years. The second part of the Development District is shown on Figure 8 in yellow with cross-hatching and contains approximately thirty-four hundred acres. Annexations in this area are expected to take place in the next ten to twenty years.

The City also is aware that they must be able to provide public services before any areas can be annexed. Recent experience has demonstrated that a generous limit of annexation is important to accommodate a new business or industry that would be important to the City and Sussex County. Seaford is the only entity that is positioned to provide services in a timely manner.

PROTECTION OF SENSITIVE AREAS

The Nanticoke River watershed is the largest within Delaware, occupying approximately one-fifth of the state. Recent changes in the land use in the watershed have prompted actions at the state and local levels to address issues concerning water quality, land use, agricultural practices, and land preservation. The Division of Water Resources adopted Regulations for Total Maximum Daily Loads, effective December 10, 1998, which among other things proposes the following:

Article 3. The non-point nitrogen load to the Nanticoke River and Broad Creek shall be reduced by 30 percent (from the 1992 baseline)

Article 4. The nonpoint source phosphorous load to the Nanticoke River and Broad Creek shall be reduced by 50 percent (from the 1992 baseline).

These reductions are to be implemented by a Pollution Control Plan, which is currently being studied by a Task Force. The recommendations formulated by the Task

Force should be incorporated into all new developments.

DNREC's Division of Parks and Recreation has developed a State Natural Areas Inventory that includes lands that have environmental value and a high quality of bio-diversity. The Nanticoke River State Resource Area lies along the river banks and includes tidal and non-tidal wetlands as well as other areas considered valuable as habitat protection areas, scenic areas, or historically significant areas.

This Resource Area includes "Barnes Woods", a historical site listed on the National Register. This property is a twenty-five acre site visible from the Nanticoke River. It was once farmed by an African American in the early eighteen hundreds. Today, it contains Atlantic White Cedar and Loblolly Pine trees and represents a typical pioneer river farm setting. The area is owned by the state and managed by the Parks Department. It also includes Craig's Pond, a boat launching facility managed by Fish and Wildlife.

Although these areas are not currently within the City limits of Seaford, it's possible that they will be annexed in the future and the City should be prepared to require any development to protect these valuable resources.

RECOMMENDATIONS

- The City may consider a change of use for the Smoot Farm to a mixed- use community.
- The City should encourage the County and State to develop more detailed plans for the area south of Seaford along the Nanticoke River and the area north of the City to Route 18.
- Participate in the development of the Pollution Control Plan.